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WORKING COMMITTEE ON EMERGENCY AND SHORT-TERM ACCOMMODATION

FINAL REPORT

Submitted to
Metropolitan Community Services & Housing Committee
June, 1985

TABLE OF CONTENTS

		Page
REPORT		
EXECUTIVE SUMMARY		i
1.	INTRODUCTION	1
2.	DISCUSSION	4
	Profile of the Hostel User	5
	Types of Hostel Facilities Available	8
	Support Services	10
	Affordable Housing Issue	14
3.	CONCLUSIONS	19
4.	RECOMMENDATIONS	22

APPENDIX

1. Working Committee on Emergency & Short-Term Accommodation Members
2. Developmental Guidelines for Emergency Accommodation
3. Hostel Services in Metropolitan Toronto
4. Supportive Housing Inventory
5. Hostel Statistical Sheet
6. Selected Bibliography

EXECUTIVE SUMMARY

The hostel network in Metro, operated either directly or through purchase of service agreements, provides about 2,100 beds, serving approximately 1,900 persons per day or an estimated 12,000 different individuals annually for a projected budget of $18 million in 1985.

The hostel network should be serving people who need safe secure shelter throughout Metropolitan Toronto; including persons who are homeless because of a personal crisis or because they have exhausted all other options.

Recommendation #1. Municipality of Metropolitan Toronto continue to ensure the provision of emergency accommodation for homeless individuals who need safe secure shelter throughout Metropolitan Toronto.

The role of hostels in Metropolitan Toronto is to provide emergency accommodation and to facilitate the transition of residents into appropriate long-term accommodation with the understanding that there will always be people who utilize the hostel network on a regular and long-term basis.

Recommendation #2. Metro Community Services Department recognize the ongoing need for the hostel network to provide the following categories of service: crisis, transitional and custodial.

Hostels provide a variety of services to a range of clients: purchased hostels tend to provide service to a specific clientele, while directly-operated hostels provide assurance that there are sufficient beds available and tend to bear the responsibility for accommodating people whom no other facility will take.

Recommendation #3. Metro Community Services Department continue to ensure that a comprehensive mix of hostel facilities be operated through both the direct service and purchase-of-service programs.

It is essential that hostel services be widely available across Metropolitan Toronto if they are to provide an effective emergency service to all Metro residents. To facilitate the development of hostels where appropriate, a process for community consultation should be established.

Recommendation #4. Municipality of Metropolitan Toronto, in agreement with the Ministry of Community and Social Services, require that all new hostel facilities be developed in conjunction with a Community Consultation Plan in accordance with the Developmental Guidelines for Emergency Accommodation.

Hostels must be considered part of the social service system and not simply utilized as an 'escape valve' for filling service gaps in the system. It is critical that either existing community agencies be equipped to address the needs of the hostel residents or hostels must be provided with the funding and staff resources to provide these services.

Recommendation #5. Ministry of Community & Social Services, in conjunction with the Municipality of Metropolitan Toronto, ensure that appropriate support services addressing the needs of the homeless population are available in Metropolitan Toronto provided either by community agencies or hostel operators including,

(a) Ministry of Community & Social Services and Municipality of Metropolitan Toronto ensure that hostels have the capacity to provide transitional services, as appropriate; and,

(b) Ministry of Community & Social Services and the Municipality of Metropolitan Toronto encourage community agencies serving youth to provide support to Seaton House and other hostels which have a large youth population, as appropriate.

The lack of community mental health supports is the major service issue amongst hostel operators. A strong financial commitment on the part of the Province is needed. Currently, portions of the ex-psychiatric population are being re-institutionalized in hostels.

Recommendation #6. Ministry of Health commit resources to ensure the provision of immediate back-up support to hostels in dealing with clients experiencing mental health problems.

Single men represent the largest segment of the hostel population and are expected to continue to do so. Hostels for single men must become more responsive to the needs of these individuals, in terms of accessibility of support services, physical design of facilities and appropriateness of rules and regulations.

In addition, there is an immediate need for hostels which are specifically designed to address the needs of those homeless youth inappropriately residing in the larger hostels for single men.

Recommendation #7. Municipality of Metropolitan Toronto, in consultation with the Ministry of Community & Social Services, establish as a priority for 1985-86 the adaptation of the single men's hostels so that these facilities more appropriately respond to the needs of the homeless male population particularly in terms of accessibility of support services, physical design and appropriateness of rules and regulations including,

(a) **Municipality of Metropolitan Toronto and Ministry of Community & Social Services ensure that the single men's hostels have the capability to assist employable men to become independent and move into more appropriate accommodation in the community;**

(b) **Metropolitan Toronto Community Services Department develop an implementation plan to address the needs of older and disabled men and women living in the hostel system which takes into consideration the health care needs of this population and the economic implications of alternative models of residential services.**

(c) **Metropolitan Toronto Community Services Department expand its new data collection system to include the single men's hostels so that precise information is available regarding this population.**

Half of the hostel residents, it is estimated, could appropriately be living in alternative forms of housing in the community. The shortage of affordable housing in Metropolitan Toronto is the single most important factor impacting on the hostel network. Without affordable, accessible and appropriate housing options the hostel system, by default, is pressured into becoming a second-tier subsidized housing program.

Recommendation #8. The hostel network will function appropriately and effectively as short-term emergency accommodation if affordable rental housing is available within the community, therefore,

(a) **Canada Mortgage & Housing Corporation increase the unit allocation for assisted housing in Metropolitan Toronto such that a minimum of 5,000 affordable rental units be developed over the next 5 years to address the needs of the homeless non-senior single population;**

(b) **Ministry of Municipal Affairs & Housing provide funds in the form of one-time capital grants for the development of affordable rental housing for non-senior single persons in Metropolitan Toronto such that the minimum target of 5,000 units be developed over the next 5 years;**

(c) **Ministry of Community & Social Services increase the General Welfare Assistance rate for single persons living in private rental accommodation in larger urban centres so that it more closely reflects the actual cost of living in such Metropolitan communities.**

The availability of supportive services to individuals renting accommodation in the community is an essential complement to the hostel system.

Community-based non-residential services need to be developed to assist individuals who are able to cope in independent accommodation, but who require assistance in moving into the community and in stabilizing their lives.

The availability of supportive housing for individuals with mental and physical health needs which could be addressed in such accommodation is an essential complement to the hostel system. In particular, priority needs to be given to the development of supportive housing for homeless youth and individuals with psychiatric problems.

Recommendation #9. The hostel provisions of the General Welfare Assistance Act are not an appropriate funding mechanism for the development of supportive housing; therefore, a variety of alternatives need to be developed for individuals who have special housing needs in addition to affordability; persons with particular physical and mental health needs which could be addressed in a supportive residential environment, including youth, teen-parents and ex-psychiatric patients, in the following manner,

(a) Canada Mortgage and Housing Corporation, through its special purpose allocation under 56.1 of the National Housing Act, give priority to the development of supportive housing for non-senior single people and increase the available funds such that a minimum target of 1000 units be achieved (of the 5,000 units targetted for single person households) over the next five years.

(b) Ministry of Municipal Affairs and Housing continue to ensure the development of supportive housing through the OCHAP Program and increase the funding available for such initiatives so that the minimum targetted 1000 supportive housing units are available at rents which are affordable for low-income individuals;

(c) The Ministries of Community and Social Services and Health, make a commitment to ensure the development of supportive services to assist individuals presently living in hostels to move into the community and to maintain rental accommodation in the community; and fund the support service component of Canada Mortgage and Housing Corporation housing initiatives to achieve the minimum target of 1000 supportive housing units over the next five years;

(d) Municipality of Metropolitan Toronto, through the Metropolitan Toronto Singles Housing Corporation, actively advocate for the development of a range of affordable housing alternatives to which a substantial proportion of the single persons currently living in hostels may move;

(e) Canada Mortgage & Housing Corporation and the Ministries of Municipal Affairs & Housing, Community & Social Services and Health, review and co-ordinate their respective housing programs such that funding criteria and client group priorities are complementary rather than exclusionary.

WORKING COMMITTEE ON EMERGENCY AND SHORT TERM ACCOMMODATION: FINAL REPORT

1. INTRODUCTION

Metropolitan Toronto Community Services Department facilitates and provides emergency accommodation for homeless people with no other resources available. This program is operated and funded under the provision of The General Welfare Assistance Act and its Regulations which define the assistance and classes of people who are eligible for that assistance. The discretionary program is cost-shared between the three levels of government: Municipal 20%, Provincial 30% and Federal 50%.[1] A hostel is defined as:

> "a place of board or lodging maintained and operated by the municipality or the council of an approved band or by a person or organization under an agreement with the municipality, the council of an approved band, or the Province of Ontario, for needy persons but does not include a nursing home or a home for the aged under The Homes for the Aged and Rest Homes Act or a charitable institution other than a hostel under The Charitable Institutions Act."

Community Services and Housing Committee has been concerned with the increasing demands being placed on the hostel system in terms of the number and type of people using this service and the lengthening time period over which these individuals remain in the system. In light of the Federal Government's recognition of the need to provide housing for low-income single people, it became clear that an assessment of the appropriate use of hostels was needed, particularly given the size of the hostel program in Metro. The existing 24 hostels, operated either directly or through purchase of service agreements with Metro, provide about 2,100 beds and serve approximately 1,900 persons per day or an estimated 12,000 different individuals annually. The 1985 budget estimates for this service is in excess of $18 million, $13 million of which is paid by the Municipality of Metropolitan Toronto under the The General Welfare Assistance Act. (Metro's expenditure under the existing cost-sharing agreement would be approximately $2.6 million.) The following chart provides a breakdown for the 1985 estimated operating budget:[2]

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1 The cost-sharing formula for this program is generally referred to as 80-20; this is because the Province provides 80% of the funding then recovers 30% through the Federal CAP Program.

2 This excludes all capital funds.

Program	$ (000's)
Directly-operated Program	
. G.W.A.[1]	8,000
Purchase-of-Service Program	
. G.W.A.[1]	5,000
. Government Grants	500
. Donations[2]	5,000
	10,500
TOTAL HOSTEL PROGRAM	$18,500

The Community Services and Housing Committee on April 26, 1984, recommended the establishment of a Working Committee to review the role of emergency and short-term accommodation throughout Metropolitan Toronto with the following objectives:

1. To identify the appropriate role for hostel facilities in terms of types of service and their distribution across Metropolitan Toronto;

2. To identify the required support services and whether such services should be provided within the residential environment or by existing community support services to complement the residential facility, taking into consideration the available resources;

3. To assess the relationship between hostel facilities and various forms of long-term accommodation;

4. To develop a mechanism whereby individuals inappropriately residing in a hostel may be assisted in obtaining long-term accommodation.

The Working Committee comprised Metro-wide representation and included representatives of youth service agencies, social service agencies and church organizations, which provide services to the homeless population, hostel operators, the Ministry of Community and Social Services, and Metropolitan Toronto Community Services Department. (A list of members is appended.)

Methodology

The first meeting of the Working Committee was held on Wednesday, May 23, 1984 at noon. At that time the members agreed to meet bi-monthly through 1984.

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1 G.W.A. funds are cost-shared 80-20 with Provincial Government.
2 Half of these funds are raised by Catholic Charities for the operation of one hostel.

It became clear at the outset of the meetings that hostels provide a variety of services to a range of clients. Hence, in order to assess the role of hostels the Working Committee attempted to gain a clear understanding of the various hostel populations, their service needs and the facilities available to meet those needs. To that end, site visits of hostels were scheduled and sub-committees established.

Site visits of hostel facilities were undertaken by members of the Working Committee. These included Peggy Ann Walpole House, Family Residence, Seaton House, Stop 86 and Covenant House Toronto.

The Working Committee struck sub-committees comprised of its own members as well as a number of individuals and agencies currently involved in the provision of services to a particular client group. This expertise has been beneficial to the Working Committee in developing a conceptual framework for hostel services throughout Metropolitan Toronto. Sub-committees were established to examine services to each of the following hostel populations:

- youth
- single men
- single women
- women with children
- families
- senior citizens/disabled

The draft report of the Working Committee was circulated to all hostel operators and individuals with a particular expertise for comment.

Data Availability

A new data collection system was initiated in April 1, 1983, by Metropolitan Toronto Community Services Department Hostel Operations, for the single women's hostels, the family hostels, two youth hostels and the hostels for women with children. Therefore, statistical data describing the hostel clientele for the year April 1, 1983 to March 31, 1984, was available to the Working Committee with regards to all hostels except those which opened during that time period and the following single men's hostels: Seaton House, Fred Victor Mission, Salvation Army facilities, All Saints Church and the YMCA Stop Over.[1] (A copy of the data collection form is appended.)

A number of reports have been written in recent years concerning the homeless population in Metropolitan Toronto. These were reviewed by the Committee and provided excellent background information for discussion. (A bibliography is appended.)

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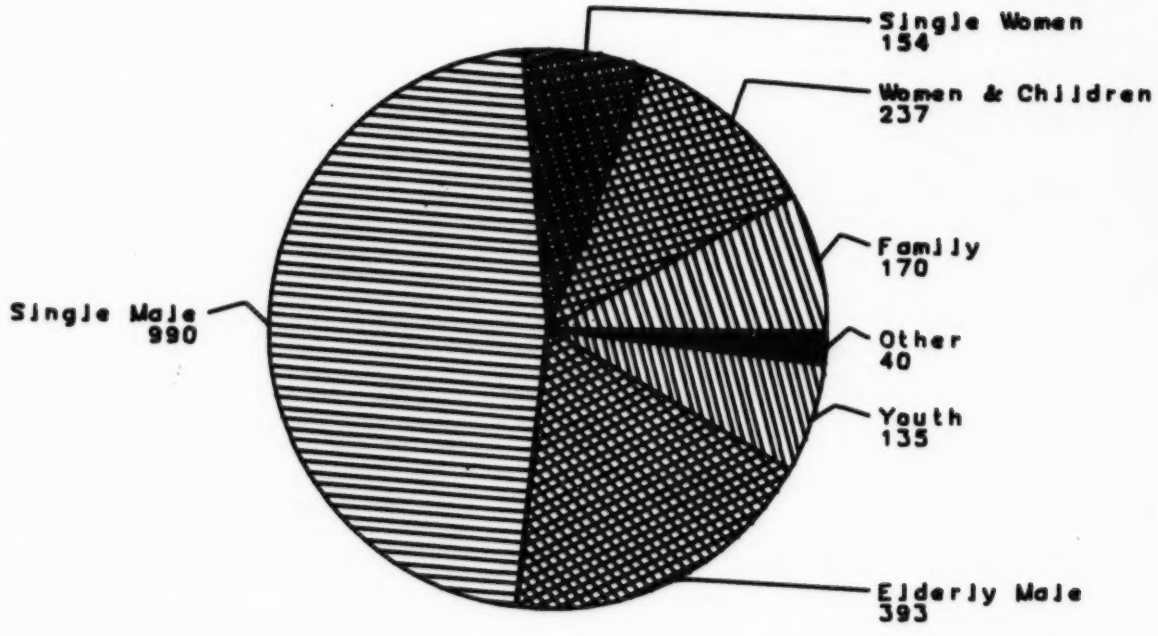
1 The year April 1, 1983 to March 31, 1984 is henceforth described as the 'sample year'.

Available Hostel Beds

Metropolitan Toronto – 1984



total = 2119

2. DISCUSSION

During the past decade changes in the political, economic, social and physical environments have resulted in a dramatic increase in the number of individuals utilizing hostel accommodation and have significantly altered the types of people now living in hostels. In particular, the following factors have had considerable impact on the hostel network: decrease in affordable rental accommodation; increase in unemployment among semi-skilled and unskilled workers; increase in family breakdown; and, the de-institutionalization of a wide range of individuals with special needs, in particular the psychiatric patient. Specifically, two recurrent themes ran through the discussions of the Working Committee. First, addressing the lack of affordable rental housing in Metro is fundamental to any attempt to rationalize the hostel service. Second, the lack of community mental health supports is a major service issue amongst hostel operators.

Very few persons choose to be without a permanent home. As indicated in a recent Public Health report,

> "involuntary homelessness affects both physical and mental health adversely..... Persons who recently have become homeless have a host of profound stresses to deal with...."
>
> "For those using emergency shelters, group shelters provide a vital service. Hostels are not intrinsically unhealthy. Many of them provide better accommodation than some of their clients are accustomed to. Nevertheless, because of their extreme burden of stress, the majority of emergency shelter users probably are not healthy, and will not become healthy living in hostels.... Nevertheless, factors such as availability of support networks and a sense of control over events in one's life may reduce otherwise adverse effects of stressful situations."[1]

Currently, there are 2,490 hostel beds available in Metropolitan Toronto which typically provide over 58,000 bed-nights of care during each winter month.[2] The service provided by the hostel network in Metropolitan Toronto is by far the best available in Canada.

The following summarizes the findings of the Working Committee regarding,

- profile of the hostel user
- types of hostel facilities available
- support services
- affordable housing issue

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1 City of Toronto Department of Public Health, "Housing & Health: Public Health Implications of the Affordable Housing Crisis", October 11, 1984.

2 Based on a sample 30-day period, November, 1984.

Profile of the Hostel User

(i) Families

During the sample year, 656 individual father-led families used the hostels in Metropolitan Toronto. The majority (75%) of these families moved from the hostel into their own home in the community; only about one-quarter of these families returned to a hostel within a year of moving out.

Three distinctly different family populations utilize the family shelters in Metro: transients, immigrants/refugees and those in a crisis situation. The third group is by far the smallest.

- o Transient families tend to be young adults (in their 20's & 30's) with one or two children who are travelling from more rural areas looking for work. This clientele often requires life skills and employment training and often needs assistance in paying for rental accommodation.

- o Immigrant/refugee families, tend to be intact and healthy thereby providing their own support system. These clients are usually referred by social service agencies rather than 'walk in' from the street.

- o Approximately one-quarter of the families in hostels arrive in crisis as the result of an eviction. This client group needs time to find a new address and save enough to pay the monthly rent required.

(ii) Women with Children

During the sample year, 1,143 women with children used the hostels in Metropolitan Toronto. About one-fifth of these women returned to a hostel at least once within a year of moving out. Over two-thirds of these women came as a result of family breakdown, in half of these cases domestic violence was cited as the cause of the breakdown. About one-third of these women moved back with their spouse after leaving the hostel.

During the same year, 940 women who were victims of family violence, used the hostels in Metropolitan Toronto; 60 per cent. of these women came to the hostel with dependent children. One-quarter of these women moved from the hostel to a new address while 40 per cent. returned to their spouse.

(iii) Single Women

During the sample year, 3,730 single women used the hostels in Metropolitan Toronto; single women being defined as women over the age of 16 without dependents "in tow". About one-third of these individuals resided in a hostel more than once during that year; in fact one-third of the single women moved directly from one hostel to another. Difficulty in obtaining employment was identified as a major problem for these individuals. Service providers estimate that half of the regular hostel users could appropriately be living in the community if affordable housing were available.

There is a segment of the single women hostel population, which is believed to be relatively small, which utilizes the hostel network on a regular and long-term basis. This chronic population tends to prefer a more institutional and therefore less personally demanding environment within which they can obtain food and shelter. These individuals tend to live from crisis to crisis and have difficulty maintaining a consistent address. Hostel operators find this a somewhat difficult population to serve both because of the long-term nature of their hostel residency and due to their lifestyle characteristics which do not tend to include the cooperative living skills required in most women's hostels. As a result, many of these individuals live in the Metro operated hostel for single women.

During the sample year 1,182 senior citizens aged 60 years and older and 97 disabled persons were helped by the women's hostels. Approximately half of these individuals resided in a hostel more than once during that year. It is estimated that about half of the senior and disabled hostel residents use these facilities because of transience. In fact, about one-third of these individuals move directly from one hostel to another. It is believed that these individuals form part of the population of chronic hostel users discussed above.

(iv) Single Men

As the new data collection system has not been incorporated into the single men's hostel network, little detailed information is available regarding this client group.[1] By far the largest segment of the hostel network, there are 990 beds available in Metropolitan Toronto for single men. These provided approximately 300,000 bed-nights of care during the sample year. In addition, there are 393 beds available for single men who are older individuals or disabled; and 339 beds available for single men at a nominal rent ranging from $3 a night to $32 per week.

The profile of the single men in the hostel system has changed dramatically over the past few years. The total number of men served per bed has decreased, in the case of Fred Victor Mission by as much as one-third, while the length of stay has increased. Single men's hostels have come to be used as permanent or semi-permanent residences with an estimated 50 per cent. or more of the single men living in the hostel system for a year or longer. At the same time the proportion of young men has increased until youth comprise almost half of the population living in hostels for single men. Service providers estimate that half of these men could appropriately be living in the community if affordable housing were available in a variety of models.

In addition to youth, which will be discussed separately, the single men's population includes individuals who are in the hostel system for a variety of reasons including, medical emergencies, deinstitutionalization, unemployment, family breakdowns, alcohol crisis and release from correctional institutions. In terms of their use of the hostel network, these single men can be identified in three ways.

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1 Information contained in this report was derived from Metro Hostel Operations files, independent studies referenced in the Bibliography and interviews with service providers.

First, a proportion of these individuals need assistance to move back into the community particularly in obtaining suitable housing and employment and in establishing or re-establishing social networks.

Second, a segment of the single men population are chronic hostel users seeking basic bed and board. It is forecast that this population will increase in the future due to the large proportion of youth utilizing the hostel on a long-term basis who are unable to establish themselves in the community given the current economic situation. It is important to remember that the longer an individual remains in the hostel system the more difficult it is to move out.

Third, a proportion of the single men population are categorized as seniors and disabled individuals. Since it is not unusual for chronic hostel users to have health problems by the age of 40, the primary criteria identifying this population tends to be disability/unemployability coupled with lack of options, rather than age. This hostel population, for example, appears to be considerably younger than residents of Homes for the Aged. Demographic trends suggest that the number of seniors utilizing the hostel network will likely increase, therefore, it is particularly important to assess the special needs of this population and to evaluate residential options in relation to the available housing and funding alternatives.

(v) Youth

While limited statistical information is available regarding the male youths residing in hostels, it is known that the proportion of youth, aged 16-24 years, living in hostels has risen significantly over the past few years[1]. It is known that during the sample year, 3,572 females aged 16-24 years used the hostel system, most of these individuals are described as lacking the basic life skills necessary for independent living.

It is not expected that the use of hostels by youth will change in the foreseeable future despite the drop in the adolescent population forecast by demographers. The basis for this can be seen in the factors which lead youth to come to hostels: family breakdown has increased, unemployment in this age group is high, the lack of inexpensive housing and restraint programs affecting discharge policies from residential programs.

Within the youth hostel population, these are the following definable sub-groups:

- Many homeless youth living in hostels require a supportive environment for a short time, to stabilize their lives. The needs of these youth range from a quick professional response capable of maintaining the young person while re-building a relationship amongst the members of a family, to assistance in acquiring the lifeskills necessary for independent living in the community.

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1 The new data collection system has not been incorporated into the single men's hostel network nor the now closed YMCA Stop-Over Youth Hostel.

- An estimated 5% of the youth hostel population are described as institutionally dependent youths who use the hostel network on a regular basis for shelter and food. This population of chronic hostel users tend to have chosen to live on the street or in a hostel as a lifestyle preference. Given the current economy, the potential is for this group to increase as youths seeking stability in employment and housing become increasingly frustrated and disenfranchised with society.

- During the sample year, 145 teenage mothers lived in hostels with their child(ren), about 20% of these individuals lived in a hostel more than once during the year. Teen parents require a great deal of support to establish their lives and become independent. Hostel operators estimate that the number of teenage parents needing assistance is increasing.

Types of Hostel Facilities Available

Currently, three types of hostel facilities exist in Metropolitan Toronto: crisis/emergency, transitional and residential/custodial.

(i) Crisis/Emergency Hostels

Crisis/emergency shelters provide a basic 'bed and board' service for a limited period of time. Individuals utilizing this service share a room or dormitory with other residents and are expected to vacate the hostel each morning. Depending upon the size of the facility and the amount of the per diem, some crisis/emergency hostels also provide an assessment and referral service.

Crisis/emergency hostels are available for families, single women, single men and youth. The physical characteristics of the single men's hostels differ considerably from the more recently developed hostels for families, single women and youth. Hostels for single men evolved in the early 1900's in response to a need to house a growing migratory work force comprising single, unattached males. Much of the current design of hostels was established at that time: large institutional dormitory living with few amenities.[1] In contrast, the hostels for single women were developed during the 1970's. These facilities tend to be smaller and more residential in nature.

(ii) Transitional Hostels

Transitional hostels provide case management services, in addition to food and shelter, which may include assessment, referral, situational counselling and general advocacy. Such hostels do not provide treatment or therapeutic programs. It is expected that the average length of stay, while short term, will be somewhat longer than for residents of a crisis/emergency hostel. A limited number of emergency beds are available.

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[1] Single Displaced Persons Project, "Hostels and Homelessness", Fall 1983.

Transitional hostels are distributed fairly equitably throughout Metro for women who are victims of family violence. In addition to the basic per diem, the Community Services Department provides supplementary funding to these hostels through a case-management purchase of service agreement.

The development of transitional hostels for youth throughout Metropolitan Toronto, as recommended by the Metropolitan Toronto Task Force on Housing for Low-Income Single People, is in progress.[1] Such hostels are intended to provide homeless youth between the ages of 16 and 24 years with a supportive environment within which to stabilize their lives. The provision of case management funding for Youth Transitional Shelters was recently negotiated on a pilot project basis between Metro Community Services Department and the Ministry of Community & Social Services.

(iii)Residential/Custodial Hostels

The Seaton House Residence and the Fred Victor Mission Senior Men's Home provide long-term residential/custodial care to older single men. Seaton House Residence also serves disabled single men and those with a temporary health problem. The Residence is funded as a Metro-operated hostel while the Fred Victor Mission's Senior Men's Home is funded under The Charitable Institutions Act as a Home for the Aged and is governed by Provincial legislation and policy. In both situations, residents are required to pay a monthly rent based upon their income from social assistance benefits; residents receive a 'comfort allowance' to meet their other needs.

Hostel services are delivered through two programs namely Departmentally directly operated hostels and through purchase-of-service agreements with non-profit organizations.

(i) Purchased Hostel Services

Purchased hostel services were initially established in 1970 as a supplement to the Departmental hostels. These purchased hostels tend to provide service to a specific clientele. This has resulted in a greater range of services being provided throughout Metropolitan Toronto. In order to be eligible for purchase-of-service agreements, non-profit organizations are required to meet Municipal zoning, fire, health and building by-laws as well as certain standards of operation as defined by the Community Services Department. Departmental staff maintain regulatory control of purchased service hostels through site inspections and other monitoring.

The per diem rates paid by Metro to purchased service hostels vary given the scale of the facility, the organization's resource base and the intensity of the service which is provided. The per diem is calculated taking into account various costs incurred in the hostel operation including; salaries, meals, mortgage payments, staff counselling and property maintenance. The subsidy paid by Metro ranges from $8.40 per diem to a maximum of $25.75 per diem. Organizations also

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[1] Metro Toronto, Task Force on Housing for Low-Income Single People: Final Report, November, 1983.

seek additional funds from alternative sources such as the United Way. It should be noted that Metro also provides extra support through a case-management per diem to transitional hostels assisting battered women with children and those assisting youth.

(ii) Directly Operated Hostels

While all hostels provide a service to homeless individuals, there is a hierarchy implicit in the system: Seaton House, Walpole House and the Family Residence, as municipally-operated services, bear the responsibility for accommodating people whom no other facility will take; as a result few people are denied access. Thus these hostels provide an unique service within the hostel network. The greater tolerance of socially unacceptable behaviour exhibited by these directly-operated hostels is only made possible by their substantial resources.

Support Services

It has become increasingly evident over the past decade that hostel residents require a variety of services ranging from solely board and room to additional support services which may include general counselling, referral and placement, supervision of medication and finances, social and recreational programs, child care and medical care.

While individual hostel facilities are targetted to specific client groups and three discrete types of hostel facilities have been identified, it is, in fact, a continuum of service based upon the residents' reasons for utilizing the hostel network, which is required to address the needs of the hostel population. The service needs of the hostel residents can be broadly defined in three categories:

	Hostel Residents	Service
1.	Transients and Chronic Hostel Users who utilize the hostel network because of an ongoing lack of options	. basic 'bed & board'
2.	Transitional Hostel Users - employable individuals who utilize the hostel network because of eviction, unemployment, family breakdown, etc.	. case management in addition to 'bed & board' services, requiring a longer length of stay
3.	Unemployable Hostel Users - this includes older & disabled individuals and those experiencing temporary ill health	. 'bed & board' on a somewhat permanent basis, including daytime access to facility . health care needs undefined to date

While a variety of social service agencies may be involved with hostel residents, no framework exists amongst community agencies for the provision of health and social services to these individuals. In fact, the policies of other service organizations may contribute to the increasing lengths of stay amongst hostel residents; for example,

- While it may be inappropriate for general hospitals to provide long-term accommodation for patients whose condition has "stabilized" and the Ministry of Health's mandate is to de-institutionalize patients of psychiatric hospitals, it is inappropriate for these individuals to be discharged without ensuring the availability of appropriate community services.

- The Metropolitan Toronto Housing Authority (M.T.H.A.) evicts families who are in arrears with their rent. When the eviction parallels marital breakdown, the family often ends up at the Family Residence until the mother obtains financial resources such as General Welfare Assistance (G.W.A.) or Family Benefits Allowance (F.B.A.). Further, although the father is often the one who failed to pay the rent, M.T.H.A. will not rehouse the family unless the rent arrears are paid. With current vacancy rates, the family has little hope of finding other affordable accommodation.

- Many of the men and women over 60 years of age in hostels require residential care as defined under The Homes for the Aged and The Rest Homes Act. Because of behavioural difficulties or because they prefer the hostel life-style, they are not suitable for or would not go to a Home for the Aged, yet they have little in common with younger hostel residents.[1]

Consistently, the service issue which was identified as a fundamental problem throughout the hostel network was the lack of community mental health supports. The process of deinstitutionalization in terms of mental health facilities without the concomitant development of community-based services has resulted in the re-institutionalization of individuals in hostels. Under such conditions, it is doubtful that the community is any less isolating or impersonal than institutional living. While a proportion of hostel residents are ex-psychiatric patients, hostel operators do not receive support from the health service network. Only a strong financial commitment on the part of the Provincial government can begin to redress the current imbalance between institution-based and community-based care. A number of options need to be explored including the potential of linking the hostel network to the proposed crisis care facility in the City of Toronto, establishing a link between hospital discharge planners and hostel operators, and increasing the availability of case managers responsible for servicing the ex-psychiatric population living in the community.

It is essential that all hostel facilities have assessment and referral capabilities so that the service provided by the shelter is appropriate to the residents' needs and that assisting those individuals who are able to move out of the hostel system and back into the community is a priority. Therefore, it is important

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[1] Metropolitan Toronto Department of Community Services, "Hostel Policy & Program Review", November, 1981.

that all hostels have a case management capability with the goal of facilitating the integration of appropriate hostel residents into the community as quickly as possible. Many support services are currently available within the community. Good liaison between these agencies and the hostel operators is critical.

The answer to the question of whether support services should be provided 'on site' by the hostel or through linkages with existing community agencies, will be determined by the clientele and their presenting problem. In many instances, however, concern was expressed that in the present climate of restraint and cutbacks, the services urgently needed by hostel residents are either not available in the community or extensive waiting lists make immediate response impossible. It is critical that either existing community agencies be equipped to address the needs of the hostel residents or hostels must be provided with the funding and staff resources to provide these services.

The following briefly summarizes the degree to which the existing hostels are providing the appropriate services.

(i) Family Hostels

The existing hostel services for families are appropriately serving this client group. In addition to bed and board, these hostels provide a referral and assessment service. There is no immediate need for additional family hostel beds. It is generally not appropriate to develop supportive housing for families or women with children; more appropriately these people need to be integrated back into the community. When the issue is one of affordability it is not appropriate to use social service funds to provide housing.

(ii) Hostels for Women with Children

The service response to this population has been twofold: the majority of shelters for women with children are targetted specifically for victims of family violence; the remainder of this population tends to be served by hostels which address the needs of a more varied clientele, which may include families and/or single women. Due to the particular nature of the difficulties experienced by women who are victims of family violence, service providers stress the importance of hostels specifically targetted to this population.

The existing model of hostels for women with children is efficient and appears to be appropriately meeting the needs of its client group. These are the only hostels which are fairly equitably distributed throughout Metropolitan Toronto.

Due to the growing awareness of the problem and the increasing availability of service, it is likely that new hostels planned for women who are victims of family violence would be filled without reducing the occupancy in the existing shelters. However, a variety of organizations such as church-based service networks are currently addressing this issue and piloting a number of alternative service models. Therefore, consultation with existing committees, social service agencies and other groups concerned with addressing this issue, needs to be undertaken prior to any expansion, beyond those currently planned, of the hostel network for women who are victims of family violence.

The lack of a community support network both linking hostel clients back to the community and assisting women living in the community creates additional pressure on the capacity of hostels for women who are victims of family violence. Currently, these women only receive assistance while utilizing a residential service except in those instances where hostels may provide informal services on an ad hoc basis. The development of community-based supports would help to relieve the pressure on the hostel network and to ensure that hostels are appropriately used as a temporary transitional service. In fact, in a recent announcement the Honourable Dennis Timbrell, Minister responsible for Women's Issues, committed $1.5 million to the development of non residential alternatives to emergency shelters for battered women.[1]

(iii) Hostels for Single Women

The existing emergency hostels for single women are appropriately serving the short-term needs of that portion of this client group which is transient in nature or which utilize the hostel network because of a lifestyle preference. However, those residents who come to a hostel due to eviction or unemployment require assistance in moving back into the community. In addition, older and disabled individuals and women who are temporarily experiencing ill health require residential services on a longer term basis. These women need the security of a somewhat permanent shelter where undue demands are not placed on the residents' freedom. Because there is no residence available specifically for this population, these women tend to gravitate to Peggy Ann Walpole House.

(iv) Hostels for Single Men

While the total number of beds available for single men is considered to be adequate, the size of individual facilities and the lack of support services for this client group are issues which need to be addressed. The single men's hostels tend to provide a basic 'bed and board' service in large dormitory-style facilities. While such a service is needed to provide a 'safety net' function, other services are also required. These include the capacity to assess and refer clients and to assist men ready to move back into the community, particularly with regard to locating suitable housing and employment and the re-establishment of social networks within the community.

There are fewer support services available in the community for single men than for any other hostel population; for example, while hostel operators estimate that about one-third of this population has been identified as having an alcoholic problem, the majority of available services are for alcoholic men. In particular, given the proportion of youth living in these hostels, good linkage and referral services need to be established with youth serving agencies. In this way community agencies which specifically address the needs of homeless youth, could provide support to the larger single men's hostels by assisting those youth who are ready to make the transition between a transient lifestyle and permanent residency.

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1 March 31, 1985

Services need to be identified which specifically address the needs of the older and physically disabled unemployable male hostel population. It is anticipated that this population will increase given the current demographics. Concomitantly, pressure to provide a higher level of health care is expected to increase. More information is needed concerning this population and its special needs.

(v) Hostels for Youth

The need for hostels which are specifically designed to address the needs of homeless youth throughout Metropolitan Toronto was recognized by Metropolitan Council in March of 1984 through the work of the Task Force on Housing for Low-Income Single People. Since that time, the pressure for hostels for youth has continued in each area municipality while the total capacity has decreased with the closing of the YMCA Stop-Over and the failure of the proposed youth hostels in Scarborough and North York to locate appropriately designated sites.[1] Meanwhile, youth continue to be displaced from their communities and their lives disrupted as they are forced to move downtown for accommodation away from their social networks, schools and/or employment. In addition, lack of youth hostels in the suburban municipalities serves to continue the pressure on the single men's hostel network to maintain its current capacity.

Affordable Housing Issue

The lack of affordable housing in Metropolitan Toronto is the single most important factor impacting on the hostel network, both in terms of the way in which it is utilized and its growth. Developed on an ad hoc basis the hostel network has responded to address the shelter needs not only of transient individuals or persons in need of short-term emergency shelter, but of a segment of the population which lacks alternatives due to the current economy and high levels of unemployment, the continuing loss of affordable housing and discharge policies which are not sensitive to the needs of those individuals living in the community.

The critical lack of affordable, accessible and appropriate housing options for low-income individuals living in Metropolitan Toronto has been well documented over the past few years; most recently by the work of the Metropolitan Toronto Task Force on Housing for Low-Income Single People.

> "The rapidly increasing gap between supply and demand, and thus between low incomes and market rents, impacts most significantly upon the non-senior low-income single person who cannot afford the increased rents being charged for conventional apartments and for whom no permanent form of housing is provided by government assistance. Leasing practices requiring the first and last week's/month's rent compound their affordability problems. In addition, the tight rental market enables landlords to be more selective in their choice of tenants. As a result, these individuals, forced to rely exclusively on the private market, are increasingly turning to emergency shelters for long-term accommodation."[2]

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1 Both hostels had received commitment from CMHC for development funds and Metro for operating per diems.

2 Metropolitan Toronto Task Force on Housing For Low-Income Single People: Final Report, November 1983.

While affordability is axiomatic to the provision of alternative housing options for individuals who utilize the hostel network, these individuals have a variety of housing needs; therefore, a continuum of housing alternatives must be available. Without such options the hostel system, by default, is pressured into becoming a second tier subsidized housing program. As a result, hostel residents who are in transition from a crisis to permanency in the community, end up remaining in the hostel system on a long-term basis. Presently, it is estimated that at least half of the hostel population could appropriately be living in alternative forms of housing ranging from independent living in the community through various levels of supportive housing.

In implementing the recommendations of the Task Force on Housing for Low-Income Single People, it has been estimated that, as a conservative minimum, 5,000 units renting for approximately $200.00-$250.00 per month, need to be produced over the next 5 years to meet the needs of the homeless single population. Planning must take into account the heterogeneity of this population and provide a range of housing alternatives, including both independent living accommodation such as mini-bachelor units and shared dwellings, and supportive accommodation. To that end, over the next 5 years, a target of 4,000 independent living units and 1,000 supportive housing units was established. The Working Committee endorses the recommendations of the Task Force and concurs with these targets.

(i) Independent Accommodation

While a range of federal, provincial and municipal housing programs provide subsidized rental accommodation for low-income families, senior citizens and disabled individuals, the demand for affordable housing greatly exceeds the available stock. In particular, families, including single parents with child(ren) encounter lengthy waiting lists.

Teen-parents under age 18, have a particular problem; while they are eligible for subsidized housing as a family they are legally underage and therefore cannot sign a lease. The Ontario Housing Corporation through its agent the Metropolitan Toronto Housing Authority (MTHA), has elected not to permit sponsors to co-sign leases for underage parents who are demonstrably in need of subsidized housing.

Single persons under 60 years of age are generally excluded from assisted housing programs.[1] The situation for these individuals is critical: not only can the single hostel resident not afford most private market accommodation but there is a shortage of housing stock available for single person households. This year, Canada Mortgage and Housing Corporation has calculated the need for affordable housing for single persons in Metro to be as great as that for families and considerably larger than the need for senior citizens housing, estimating that 42,180 single person households are in need of affordable rental accommodation in Metropolitan Toronto. It is anticipated that the recently incorporated Metropolitan Toronto Singles Housing Corporation will function as a catalyst in ensuring that this issue is addressed.

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1 Although the Federal Government's response to the recommendations of the Task Force on Housing For Low-Income Single People was very encouraging and resulted in the development of several initiatives in 1984 aimed at housing for low-income single persons.

With the annual funding allocation for social housing continuing to decrease and the gap between income subsidy rates and the private rental market to increase, the situation is unlikely to improve. A concerted effort by all levels of government to address the affordability issue is critical.

Hostel living may lead residents to develop a dependency, either physical or emotional, upon the hostel. Currently, several hostel service providers are exploring the potential of developing supportive or "second stage" housing for their clientele. This is an attempt to provide affordable rental housing into which hostel residents may move. However, the issue of affordability must be clearly separated from the need for supportive housing. Likewise it is important to differentiate between the need for supportive housing and the need for community-based support services. Individuals who are able to cope independently in the community but who have an affordability problem are not appropriately accommodated in supportive housing. However, community-based non-residential models need to be developed to assist these individuals in maintaining themselves in the community; such services like home support services for senior citizens may include friendly visitors, case management or outreach workers. Of course the fundamental difficulty in developing such services is the critical lack of affordable rental units.

(ii) Supportive Housing

The availability of supportive housing is an essential complement to the hostel system. Without the accessibility of a variety of supportive housing models, pressure will continue to increase for the hostel system to provide this form of long-term accommodation. However, organizational policies and program guidelines amongst the major funders mitigate against the development of innovative supportive housing developments, particularly those accommodating diverse client populations. It is important that the jurisdictional responsibilities for the provision of supportive housing be clarified so that the development of supportive housing is both encouraged and facilitated by the Provincial Government. Attempts to resolve the issues surrounding the development of supportive housing have been initiated; a working committee has recently been established comprising representation from CMHC, Ministry of Municipal Affairs and Housing, Ministry of Community and Social Services, Ministry of Health and Municipality of Metropolitan Toronto.

As indicated in the Metropolitan Toronto Task Force on Housing For Low-Income Single People, many homeless youth require a supportive environment for a short time, to stabilize their lives, acquire job and life skills and begin to save money. Such an environment would provide a transition from homeless to independent living in the community.

Supportive housing is also required by some individuals who need assistance in maintaining their accommodation. This may include individuals with psychiatric problems. The success of deinstitutionalization, in fact, depends upon the supply of alternative housing available in the community; hostels are not an appropriate alternative.

A variety of existing supportive housing models were assessed to determine their relationship to the hostel network and their viability for expansion under current conditions.[1]

(i) Third House

Third House is an eleven-storey apartment building containing 17 units of four and five bedrooms (two per floor) with shared kitchens and living facilities. In essence, a "high rise rooming house", Third House is a unique supportive housing development providing affordable rental accommodation for single persons. Residents include a diverse clientele, however, most are individuals moving out of the hostel system.

Social service support is provided in two ways. First, on-going counselling services are provided by community agencies who have contracted with Third House to support their clients in one of 17 units. These agencies include Woodgreen Community Centre (Seniors Program), Jessie's, Council Fire, Streethaven, Community Housing Support Services, Dixon Hall Community Centre, Houserights, Nellie's, Central Neighbourhood House, Fred Victor Mission (Senior Men's Home and Fourth Floor). Second, Third House provides on-site counsellors who facilitate relationships within the groups living in a unit, between units on a floor, and among the groups in the building. This is achieved by encouraging responsibility and developing the skills of the residents in dealing with decision making and interpersonal conflicts, teaching household skills, and providing crisis management as required.

The funding of this project is diverse and securing it problematic, due to the question of jurisdictional responsibility concerning supportive housing in general and the nature of this client group in particular. CMHC provided the capital and operating funds for this project under the special purpose housing allocation (N.H.A. 56.1). The Ministry of Municipal Affairs and Housing provides OCHAP funding which ensures affordable rents; residents pay no more than 25% of their income in rent. Ministry of Community and Social Services and Municipality of Metropolitan Toronto cost-share the funding of the on-site support staff through the Municipal Purchase of Counselling Program under The General Welfare Assistance Act.

An evaluation of Third House is essential to determine the success of this project as a model for future supportive housing developments.

(ii) Supportive Rooming House for Youth

In response to the recommendations of the Task Force on Housing For Low-Income Single People, Mercury Youth Services has developed a supportive rooming house model intended to teach the residents the necessary life skills to eventually live independently in the community. Each house accommodates six young persons between the ages of 16 and 24, all of whom are either working, in an employment training program or attending school. Each resident pays rent which is comparable to the low-market scale in the surrounding community. This project is intended to foster growth and provide a training experience, therefore tenancy is restricted to approximately ten months.

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1 A list of the supported housing projects examined is appended.

between the ages of 16 and 24, all of whom are either working, in an employment training program or attending school. Each resident pays rent which is comparable to the low-market scale in the surrounding community. This project is intended to foster growth and provide a training experience, therefore tenancy is restricted to approximately ten months.

This project is funded through the Ministry of Community and Social Services using the BILD program, in recognition of the considerable impact lack of housing has upon the effectiveness of employment services and programs. While acknowledged as a Metro-wide concern, no initiatives to develop supportive housing and transitional hostels for youth in the suburban municipalities have yet been successful.

(iii) Metropolitan Toronto Housing Company Limited (MTHCL)

The MTHCL currently rents a limited number of units to organizations serving various special needs groups on an head-lease basis. Individuals must be connected with a social service organization to reside in these units. Support care is provided by the parent organization; rents are calculated on a geared-to-income basis.

The potential to increase the number of MTHCL units utilized in this manner is limited due to both the demand for units by seniors and families, for whom these developments were intended, and the dramatic decrease in annual unit allocations which effectively eliminates most new development.

(iv) Houselink Community Homes

Houselink is a non-profit organization which develops co-operative housing for single men and women who have received psychiatric treatment. Small co-operative residences are developed, usually with CMHC funding (N.A.H. 56.1). Volunteers provide support to the residents as required.

Houselink is a very successful community-based alternative for ex-psychiatric patients. Unfortunately the demand for supportive housing far exceeds the number of units available. Future expansion of this program is severely restricted by the continuing decrease in Federal funding allocations for social housing.

3. CONCLUSIONS

While it is known that the current hostel system is consistently utilized in excess of 80% of capacity, it is critical that expansion not be undertaken on an ad hoc basis in response to pressure created by gaps in other service networks. Too often, short-term remedies become permanent responses to a community need. It is inappropriate that hostels be utilized as a second-tier subsidized housing system.

The impact of housing on the social service network cannot be underestimated. A person's most basic security lies in 'having a roof over one's head'; lack of permanent accommodation simply exacerbates other problems. In the case of some ex-psychiatric patients, hostels have become the 'end of the line' in the deinstitutionalization process, with few community supports.

It is imperative that priority be given and resources focussed on the development of a wide spectrum of affordable rental accommodation targetted for those people" for whom hostels are not the appropriate type of accommodation but who are unable to afford rental accommodation in the private market because of the depletion of the rooming house stock, the cost of private rental apartments and their ineligibility for subsidized housing programs."[1]

Concomitant with the critical shortage of affordable housing is the lack of employment opportunities in Metropolitan Toronto. As a result, increasingly, employable individuals require General Welfare Assistance (G.W.A.). However, the financial assistance provided through G.W.A. does not recognize the high rental costs in Metropolitan Toronto, hence G.W.A. does not provide sufficient income for recipients living in private rental accommodation. It is important that any housing strategy developed by the Federal and Provincial governments includes an increase in income subsidies to recipients living in large urban centers such as Metropolitan Toronto so that subsidies more closely reflect actual shelter costs.

The following summarizes the conclusions reached by the Working Committee concerning each of the objectives the Committee was directed to address.

(i) To identify the appropriate role for hostel facilities in terms of types of service and their distribution across Metropolitan Toronto.

The hostel network should appropriately be serving people who need safe secure shelter throughout Metropolitan Toronto . This includes persons who are homeless because of a personal crisis or because they have exhausted all other options. Currently, hostels are also serving persons for whom other options need to be developed, in particular,

- o individuals who could live independently in the community in various types of long-term accommodation including rooms, mini-bachelor units and shared-accommodation
- o individuals who require treatment and/or therapy

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1 Metropolitan Toronto Task Force on Housing For Low-Income Single People: Final Report, November, 1983.

- o individuals with mental and physical health needs which could appropriately be addressed in supportive housing
- o teen parents who typically require considerable support on a long-term basis

It is essential that hostel services be widely available across Metropolitan Toronto. To provide an effective emergency service to all Metropolitan Toronto residents, hostels must be located on an equitable geographic basis. This is not currently the situation except in the case of hostels for women who are victims of family violence, which are fairly widely distributed throughout Metro. In particular, the development of hostels for youth in suburban municipalities must remain a Metropolitan Council priority. This Committee endorses the recommendations of the Task Force on Housing for Low-Income Single People as approved by Metropolitan Council regarding the establishment of hostels for youth in each area municipality. To facilitate the development of hostels in suburban municipalities, "Developmental Gudelines for Emergency Accommodation" have been developed including details of a Community Consultation Process. It is essential that all new hostels be developed in conjunction with a Community Consultation Plan as detailed in Appendix 2.

The role of Metro's hostels is to provide emergency accommodation and to facilitate the transition of residents into appropriate long-term accommodation with the understanding that there will always be people who utilize the hostel network on a regular and long-term basis. Hostels for single men, single women, women with children and families, should provide a basic 'bed and board' emergency service for all clients and have the capacity, in terms of both funding and staff, to provide transitional assistance where appropriate. Typically, a comprehensive emergency and transitional service is provided in all Metro hostels with the exception of the single men's facilities. Youth living in hostels and the population of older individuals who use hostels on a long-term basis have particular needs which the hostel service must acknowledge.

Single men represent the largest segment of the hostel population and are expected to continue to do so. Therefore, it is not feasible to reduce the number of hostel beds in Metro available for this population. However, these facilities must become more responsive to the needs of the single men, particularly in terms of accessibility of support services, physical design and appropriateness of rules and regulations; for example, the provision of transitional services for the employable portion of this population. In addition, there is an immediate need for hostels which are specifically designed to address the needs of those homeless youth inappropriately residing in the larger single men's hostels.

The role of hostels in the provision of accommodation for the older hostel population needs to be examined. Not enough information is available regarding the size of this population and the extent of their health care needs. While the Seaton House Residence currently provides accommodation for the older and disabled male population, no such service exists for women in similar circumstances. Consideration needs to be given to addressing the needs of the older long-term population in separate facilities.

(ii) To identify the required support services and whether such services should be provided within the residential environment or by existing community support services to complement the residential facility, taking into consideration the available resources.

Hostels must be considered as part of the social service system and not simply utilized as an 'escape valve' for filling service gaps in the system. Ongoing liaising with a variety of community services is essential if the hostel operators are to be effective in connecting people to appropriate services which will facilitate their return to the community. Whether or not specific support services are provided directly by the hostel or by community agencies is not a fundamental concern. However, it is essential that requisite services be accessed which address the needs of the hostel user. In particular, community-based supports must be developed to assist the hostel operator in providing service to that portion of the hostel population which has psychiatric problems.

(iii) To assess the relationship between hostel facilities and various forms of long-term accommodation.

To function effectively and appropriately, the hostel network is dependent upon the availability of long-term accommodation within the community. Currently, it is estimated that over half of the hostel residents are inappropriately using the hostels because of a shortage of affordable long-term accommodation. Unless a variety of forms of affordable rental housing is developed, more and more people will have no option but to reside in hostels. The Municipality must re-direct this increasing pressure to utilize hostel funding inappropriately for subsidized housing, to the senior levels of government responsible for social housing and income maintenance.

(iv) To develop a mechanism whereby individuals inappropriately residing in a hostel may be assisted in obtaining long-term accommodation.

It is meaningless to develop a mechanism for moving hostel residents into long-term accommodation when there is virtually no affordable long-term accommodation available. Priorities and resources must be focussed on the development of housing options for the homeless population. This includes both increasing the shelter subsidy provided through General Welfare Assistance and developing appropriate rental accommodation.

4. RECOMMENDATIONS

It is therefore recommended that:

1. Municipality of Metropolitan Toronto continue to ensure the provision of emergency accommodation for homeless individuals who need safe secure shelter throughout Metropolitan Toronto.

2. Metro Community Services Department recognize the ongoing need for the hostel network to provide the following categories of service: crisis, transitional and custodial.

3. Metro Community Services Department continue to ensure that a comprehensive mix of hostel facilities be operated through both the direct service and purchase-of-service programs.

4. Municipality of Metropolitan Toronto, in agreement with the Ministry of Community and Social Services, require that all new hostel facilities be developed in conjunction with a Community Consultation Plan in accordance with the Developmental Guidelines for Emergency Accommodation.

5. Ministry of Community & Social Services, in conjunction with the Municipality of Metropolitan Toronto, ensure that appropriate support services addressing the needs of the homeless population are available in Metropolitan Toronto provided either by community agencies or hostel operators including,

   (a) Ministry of Community & Social Services and Municipality of Metropolitan Toronto ensure that hostels have the capacity to provide transitional services, as appropriate; and,

   (b) Ministry of Community & Social Services and the Municipality of Metropolitan Toronto encourage community agencies serving youth to provide support to Seaton House and other hostels which have a large youth population, as appropriate.

6. Ministry of Health commit resources to ensure the provision of immediate back-up support to hostels in dealing with clients experiencing mental health problems.

7. Municipality of Metropolitan Toronto, in consultation with the Ministry of Community & Social Services, establish as a priority for 1985-86 the adaptation of the single men's hostels so that these facilities more appropriately respond to the needs of the homeless male population particularly in terms of accessibility of support services, physical design and appropriateness of rules and regulations including,

   (a) Municipality of Metropolitan Toronto and Ministry of Community & Social Services ensure that the single men's hostels have the capability to assist employable men to become independent and move into more appropriate accommodation in the community;

(b) Metropolitan Toronto Community Services Department develop an implementation plan to address the needs of older and disabled men and women living in the hostel system which takes into consideration the health care needs of this population and the economic implications of alternative models of residential services.

(c) Metropolitan Toronto Community Services Department expand its new data collection system to include the single men's hostels so that precise information is available regarding this population.

8. The hostel network will function appropriately and effectively as short-term emergency accommodation if affordable rental housing is available within the community, therefore,

(a) Canada Mortgage & Housing Corporation increase the unit allocation for assisted housing in Metropolitan Toronto such that a minimum of 5,000 affordable rental units be developed over the next 5 years to address the needs of the homeless non-senior single population;

(b) Ministry of Municipal Affairs & Housing provide funds in the form of one-time capital grants for the development of affordable rental housing for non-senior single persons in Metropolitan Toronto such that the minimum target of 5,000 units be developed over the next 5 years;

(c) Ministry of Community & Social Services increase the General Welfare Assistance rate for single persons living in private rental accommodation in larger urban centres so that it more closely reflects the actual cost of living in such Metropolitan communities.

9. The hostel provisions of the General Welfare Assistance Act are not an appropriate funding mechanism for the development of supportive housing; therefore, a variety of alternatives need to be developed for individuals who have special housing needs in addition to affordability; persons with particular physical and mental health needs which could be addressed in a supportive residential environment, including youth, teen-parents and ex-psychiatric patients, in the following manner,

(a) Canada Mortgage and Housing Corporation, through its special purpose allocation under 56.1 of the National Housing Act, give priority to the development of supportive housing for non-senior single people and increase the available funds such that a minimum target of 1000 units be achieved (of the 5,000 units targetted for single person households) over the next five years.

(b) Ministry of Municipal Affairs and Housing continue to ensure the development of supportive housing through the OCHAP Program and increase the funding available for such initiatives so that the minimum targetted 1000 supportive housing units are available at rents which are affordable for low-income individuals;

(c) The Ministries of Community and Social Services and Health, make a commitment to ensure the development of supportive services to assist individuals presently living in hostels to move into the community and to maintain rental accommodation in the community; and fund the support service component of Canada Mortgage and Housing Corporation housing initiatives to achieve the minimum target of 1000 supportive housing units over the next five years;

(d) Municipality of Metropolitan Toronto, through the Metropolitan Toronto Singles Housing Corporation, actively advocate for the development of a range of affordable housing alternatives to which a substantial proportion of the single persons currently living in hostels may move;

(e) Canada Mortgage & Housing Corporation and the Ministries of Municipal Affairs & Housing, Community & Social Services and Health, review and co-ordinate their respective housing programs such that funding criteria and client group priorities are complementary rather than exclusionary.

APPENDIX 1:
Working Committee on Emergency & Short-Term Accommodation
Members

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Program Supervisor
Inner City Youth Project

Sue Herbert (position currently held by Karen Tilford)
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Sandra Young
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Lynn Morrow (chair)
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APPENDIX 2

DEVELOPMENTAL GUIDELINES FOR EMERGENCY ACCOMMODATION

IN

METROPOLITAN TORONTO

Prepared for:

Metro Working Committee
On
Emergency and Short-Term Accommodation

June, 1985

Metro Community Services Department
Policy & Planning Division
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TABLE OF CONTENTS

		Page
Introduction		1
Components of Hostel Development		1
1.	Co-ordination	2
	1.1 Development Committee	3
	1.2 Board of Directors	3
2.	Funding	3
	2.1 Fund Raising Committee	3
	2.2 Funding Proposal	4
	2.3 Key Funding Sources	5
	2.4 Additional Funding Sources	5
3.	Documentation of Need	6
4.	Site Selection	6
	4.1 Area Municipal Zoning By-laws	6
	4.2 Other Regulatory Controls	7
	4.3 Other Location/Considerations	8
5.	Community Consultation	8
	5.1 Information Package	9
	5.2 Community Profile	10
Summary Table: Hostel Development Process		12

Hostels service individuals or family groupings who are "needy persons". The Act defines needy persons as:

> "For the purpose of the Act and this Regulation, "person in need" means a person who by reason of inability to obtain regular employment, lack of principal family provider, disability or old age had budgetary requirements as determined in accordance with section 12 that exceed his income as determined under section 13 and who is not otherwise made ineligible for assistance under the Act or this Regulation." (General Welfare Assistance, Act, page 6).

The development of a hostel is a long-term project. Past experience suggests a range of 1-3 years from initial idea to the opening of the facility's doors. The overall project will demand considerable coordination in the development of a number of inter-related components: securing funding for the various phases of development; documentation of needs of the chosen client group; education of the public to gain support and to enhance the potential for success of the new service; selection and development of an appropriate site. Therefore, it is essential before embarking on this project that:

- o a committed and energetic group of people be recruited
- o that this group appraise themselves fully of the various factors, issues and resources which will impact on the development process and
- o a plan of approach be established which is flexible, reflects reasonable time lines, and incorporates the various aspects of the developmental process.

Key components to be considered in planning a hostel are:

1. Coordination
2. Funding
3. Documentation of Need
4. Site Selection
5. Community Consultation

In addition, each of these components may be viewed in terms of three phases of intensity or activity along a time frame continuum. (This is detailed in the Summary Table: Hostel Developmental Process.) The inter-relatedness of each phase and the coordination and information exchange needed among the individuals working on each of the varying components is significant.

1. Coordination

The long-term nature and complexity of this undertaking implies the need for extensive co-ordination. In the short-term, a development committee can effectively fulfill the need for direction. Eventually as the project matures, (prior to legal incorporation) it will be necessary to develop a Board of Directors.

DEVELOPMENTAL GUIDELINES FOR EMERGENCY ACCOMMODATION

INTRODUCTION

The development of guidelines to assist in the establishment of emergency accommodation throughout Metropolitan Toronto was undertaken in response to discussions within the Working Committee on Short-Term and Emergency Accommodation. Concerned with the overall need for emergency accommodation across Metropolitan Toronto, the Committee recognized that the hostel providers must work closely with the community in developing facilities which meet local needs. Hence staff were directed to draft Developmental Guidelines for Emergency Accommodation which includes a Community Consultation Process.

The Metropolitan Toronto Department of Community Services and the Ministry of Community & Social Services view as essential the development and implementation of a Community Consultation Plan. Per Diem financing cannot be approved until such a plan is submitted and approved by the Municipality. It is the responsibility of the Operator to fulfill this requirement. In addition to the Manager of Metro Hostel Operations, Metro Community Development Officer are available to consult with a potential Operator regarding the hostel development process.

The purpose of this document is:

1. to assist service providers in identifying the key elements of the hostel development process

2. to identify the appropriate agency/or resources available to assist in planning and implementation of the various phases

3. to provide guidelines for development and implementation of a Community Consultation Plan.

COMPONENTS OF HOSTEL DEVELOPMENT

Hostels are usually developed by community-based service organizations in collaboration with the Provincial and Municipal Governments.

There are approximately 27 hostels within Metropolitan Toronto which provide women, families, single men and youth with emergency shelter. While short-term accommodation is the primary function of these facilities, some also provide a range of specialized counselling services.

The General Welfare Assistance Act under which the basic funding arrangements of hostels are legislated defines a hostel as:

> "hostel means a place of board or lodging maintained and operated by a municipality or the council of an approved band or by a person or organization under an agreement with a municipality, the council of an approved band, or the Province of Ontario, for needy persons but does not include a nursing home or a home for the aged under the Homes for the Aged and Rest Homes Act or a charitable institution other than a hostel under The Charitable Institutions Act"; (General Welfare Assistance Act, page 4).

2.2 Funding Proposal

It may be necessary to develop a number of proposals throughout the process of development in order to adapt the information such that it addresses the specific areas of concern of each potential funder. Individual aspects of the project may be highlighted at various stages of the hostel development process depending upon the particular criteria of the funding bodies.

The proposal should provide, in a concise well organized format, sufficient information to establish the need for such a facility and to explain the proposed project. The material gathered through the needs documentation process, discussed in the following section, is critical to the development of the proposal. The proposal must provide convincing documentation that the proposed program addresses a community need and does not duplicate existing services. In addition, the proponent must convince the funders that they have the management expertise and general community support to ensure a successful program. The activities planned or completed in relation to community consultation should be detailed in the proposal.

In summary, a funding proposal should include the following components:

- o Summary Sheet
  - describe who you are, your proposed project and the projected cost
- o Introduction and General Background
- o Statement of Need
  - include statistics and written statements of need from appropriate agencies
- o Project Objectives
- o Budget
  - include initial start-up and annual operating expenses
- o Management of Project/Service
  - job description of staff, organizational structure, lines of responsibility of board members, how service and books will be monitored, who will supervise staff
- o Size and description of shelter
  - location, number of beds, location of ancillary services, staffing component and hours

Copies of the funding proposal should be distributed to potential funders with a covering letter indicating when the respective funders will be called to schedule a meeting.

It is advisable that the Fund Raising Committee initiate contact with possible funding sources very early in the process. This will ensure that the Committee is appraised of relevant funding criteria, budgetary restrictions and deadlines.

1.1 Development Committee

The committee, generally 10-12 people, should provide continuity to the development process by giving directions and guidance to sub-committees and staff. Specifically, committee members sould contribute to the development process by:

- o aiding in the division of labour
- o acting as a source of critical support and issue clarification
- o making available their collective skills and experience
- o providing a network of contacts for community support and credibility.

Members of the development committee should be chosen with a view to their practical experience in serving the chosen community, an awareness of the social issues associated with the target population, and a high energy level. Individuals with a particular expertise may be needed to sit on sub-committees regarding particular issues and to accomplish specific short-term tasks, such as site location, public relations, program development, etc.

1.2 Board of Directors

Immediately prior to legal incorporation as a non-profit organization, a strong Board of Directors should be established. This is a critical time in the development process. In order to ensure the smooth transition of the leadership responsibility from a development committee to a formal Board structure, questions of continuity of the original concept and incorporation of new members into the process will need to be addressed. Further, the skills required will tend to be more managerial and less developmental; such undertakings as long range planning, budgeting, staffing, programming and evaluation become of major importance. Finally, since hostel facilities will be located in established communities, it is recommended that mechanism which encourage appropriate community involvement in management decisions be developed. These may include a community advisory committee, incorporating community representation on the Board of Directors, or regular community information meetings.

2. Funding

Fundraising, unlike other developmental activities, requires maximum effort for the duration of the project.

2.1 Fund Raising Committee

A Fund Raising Committee should be comprised of individuals with the energy and expertise to plan and implement a comprehensive funding strategy; including people with financial and management skills, business experience and writing skills as well as people experienced in a variety of fundraising activities. This committee should consist of no more than 4-6 people. The Fund Raising Committee will have the responsibility of identifying available sources of funding as well as the preparation and submission of the funding proposal with appropriate supporting documentation.

- o United Way
  Developmental Grants - money for special projects or core funding
  Long-term Funding - money for projects or operating costs if admitted as a member agency

- o Private Foundations
  More information can be obtained from the Canadian Centre for Philanthropy - 364-4609.

3. Documentation of Need

As indicated in the previous section, detailed documentation of the need for the proposed facility is essential. Statistical data should be collected. An indication of unmet requests for services from existing programs and/or referring agencies is of significant value. Information which demonstrates the need for such a facility both within the general community and the immediate neighbourhood should be included. It is important to be aware of similar projects in other locations and potential resource people, as well as new ideas and programs in the field. The documentation process should begin in the very early stages of the project. The results will form the basis of funding presentations, public education campaigns, community support drives and media events. Style, format, and presentation of this material will, of course, be determined by the potential audience.

Methods of documenting needs may include:
- community survey
- interviews with potential users
- a series of community forums
- interviews with referring agencies
- interviews with existing service providers

4. Site Selection

4.1 Area Municipal Zoning By-laws

It is important to develop an effective working relationship with the Planning Department of the area municipality for which the hostel is intended. Planners in the local Planning Department are familiar with the zoning by-law requirements and the location of suitable housing stock. The expertise and support of these planners should be sought and nurtured throughout the entire process.

Zoning by-laws vary widely amongst the six area municipalities that comprise the Municipality of Metropolitan Toronto. To establish a hostel in any of these municipalities, with the exception of the City of Toronto, requires an application for site-specific rezoning. **Potential operators are responsible for finding out the precise zoning requirements in the particular area municipality in which they plan to locate.**

The operator or his real estate agent should maintain close liaison with the planner so that listings which appear to meet the operator's other licensing criteria can be carefully scrutinized by the planner to assess their compliance with the zoning by-law.

Gathering letters of support from individuals needing your service and from potential referring agencies and institutions is important when applying for grants. Maintaining a file of current letters of support should be an ongoing process.

2.3 Key Funding Sources

The key sources of funding for emergency hostels are:

- Canada Mortgage and Housing Corporation
  Phase I Funding - for monies to help cover the expenses incurred in the developmental phase.
  Capital Funding - for purchasing property, dwelling and renovation costs.

- Ministry of Community and Social Services
  Operating subsidies on a per diem basis, cost shared with Metropolitan Toronto.

- The Municipality of Metropolitan Toronto
  Hostel Operations - operational funding on a per diem basis up to a maximum rate (cost shared with the Provincial Government).

It is essential that the above funding sources are kept informed of the project as it develops.

2.4 Additional Funding Sources

Other established government programs and private foundations may provide grants for specific parts of the developmental process; for example, feasibility study, outreach work, counselling program, etc. These additional funding sources include the following:

- Federal Government
  Employment and Immigration Canada - possible job creation money
  Secretary of State - money for special projects under the Women's Program
  Health Promotion Directorate - money sometimes available for projects with demonstration aspects to their service

- Provincial Government
  Ministry of Citizenship and Culture - funding for special projects
  Ministry of Community & Social Services - funding for support services

- The Municipality of Metropolitan Toronto
  Department of Community Services - Developmental Grants for organizations in developmental stages; purchase of service funding for individual/family counselling

- Area Municipal Government
  Many City governments in Metro have funding programs available to local organizations; each establish their own areas of priority, these should be examined.

4.3 Other Locational Considerations

Other important considerations in site selection include good accessibility to public transportation and community resources, such as schools, day care centres, medical services, offices of the Employment and Immigration Commission, parks, recreation centres, leisure time activities, libraries, churches and synagogues. Another consideration may be the availability of adequate parking for staff.

5. Community Consultation

A well-developed and executed community consultation process is an essential part of the hostel development plan. The Ministry of Community & Social Services and the Municipality of Metropolitan Toronto require that all hostels be developed in conjunction with a Community Consultation Plan. It is important that dialogue occur between the potential service provider and the local community in which the proposed hostel is to be located. Having developed a rationale for a particular service which is favorably viewed by the major funders, the proponents must now begin the process of implementation. The Community Consultation Plan provides a strategy for this process.

A community consultation process should assist the potential operator to systematically inform and involve community groups as appropriate. This is particularly critical where rezoning is required. While the specific details of each plan will be determined by the nature of the proposed service and the characteristics of the local community, the following provides a useful guideline. A Community Consultation Plan should:

- o be based on a well-researched community profile
- o be sensitive to community concerns
- o provide factual, easily understood information
- o attempt to address all relevant interest groups
- o inform and educate the surrounding community about the anticipated service
- o gather support for the proposed service
- o anticipate and address community concerns
- o establish mechanisms to maintain ongoing communication with the community and become good neighbours.

The consultation process should start in the initial stages of the project and continue throughout the development period. It is important that once the plan is established the specific activities take place, regardless of whether opposition is apparent or not. Little opposition should not be seen as a lack of community concern. Communities have a right to know about the plans for a hostel designated for their area. Adopting an open attitude toward the local community and being prepared to answer questions as they arise is the best means of ensuring that over time users of the facility may be able to participate as full partners in the local community.

4.2 Other Regulatory Controls

Once a site is deemed in compliance with the by-law requirements, a prospective operator must fill out an application for a building permit to establish a hostel, regardless of whether or not any physical changes to the property are necessary. This ensures that a new facility will be examined for compliance with zoning and other municipal by-laws, the Ontario Building Code, and regulations of the Public Health Act and the Food Premises Act. In addition, the building should be inspected according to the specifications outlined for lodging houses in the Ontario Fire Code and the Ontario Regulations 730/81 of the Fire Marshalls Act. Following is a listing of telephone numbers for the various regulatory offices in each of the Metro municipalities:

Borough of East York		**City of Etobicoke**	
Planning Dept.	461-9451	Planning Dept.	626-4150
Health Dept.	461-8136	Health Dept.	626-4532
Fire Admin.	421-9577	Fire Admin.	626-4576
Fire Prevention	421-9821	Fire Prevention	626-4577

City of North York		**City of Scarborough**	
Planning Dept.	224-6122	Planning Dept.	296-7334
Health Dept.	224-6203	Health Dept.	296-7454
Fire Dept.	224-6168	Fire Admin.	438-1232
		Fire Regulations	438-1228

City of Toronto		**City of York**	
Planning Dept.	947-7182	Planning Dept.	653-2700
Public Health	947-7401	Health Dept.	653-2700
Fire Regulations	363-2138	Fire Admin.	767-3506
		Fire Prevention	767-5047

5.2 Community Profile

The development of a Community Profile cannot be started until the specific location of the proposed hostel is determined. However, parts of the process can and should be started earlier. For example, once the municipality is identified, it should be possible to begin developing a list of key contact people. At the appropriate time, contact should be made with these people requesting their support. Try to anticipate sources of potential support and likely areas of concern.

A Community Profile should provide a detailed description of the community including information on the various interest groups and individuals who make up the community in which the hostel will be located; for example, social service agencies, ratepayers and tenant associations, Business Associations, Service Clubs, churches, identifiable community leaders, similar or complementary services, and local media. To this end, it is helpful to establish physical boundaries which define the hostel community. In addition, the adjacent communities which may be affected by the hostel service should also be identified. Implementation strategies need to be planned and a time frame established.

Strategies should consider the following:

- Once the general location is known, it is important to ensure that key community leaders are aware of the project. Their support can be fundamental to the success of the project. Plan these approaches very carefully. Take into account their area of interest and their particular concerns. Don't go alone. Have others to support and assist you. Decide beforehand who will be the spokesperson. Plan how you will handle any difficulties that may arise. Present factual information to support your proposal. Have a clear idea of what you wish to achieve, for example, letters of support, funds for your project, intervention on your behalf with another organization, etc.

- As the specific location is finalized, additional resources need to be utilized to establish support in the immediate area. This could be undertaken by a Neighbourhood Liaison Committee. Once an actual site is selected and has been accepted by Canada Mortgage and Housing Corporation (C.M.H.C.), it is critical to canvass the neighbourhood and the immediate community as soon as possible; otherwise, the information neighbours receive tends to be fragmented and often distorted. This may involve door-to-door contacts followed by a general neighbourhood meeting. The purpose of these activities is to provide information, answer residents' questions and hopefully begin to enlist volunteer support. A fact sheet to be given to residents should be developed containing basic information about the project, when and how the community may become involved and answers to anticipated questions which the neighbours might have.

The preparation of a Community Consultation Plan involves the development of both a comprehensive Information Package and a detailed Community Profile. The Community Profile should assist in tailoring the specific Information Packages such that particular concerns are addressed and the information is provided in a manner which is meaningful to each of the various groups in the community.

5.1 Information Package

The composition of each Information Package will be determined by the specific audience addressed, therefore, a bank of information should be developed from which materials with a specific focus could be drawn as required. In addition, the presentation of this material is very important. A printed fact sheet is useful as an immediate way of getting information out to the community. However, other formats such as videos, slide/tape presentations, plays, panel discussion and newspaper articles should be considered.

The documentation of needs undertaken in conjunction with the drafting of a Funding Proposal will provide a sound basis for the information bank. Information about the specific hostel under development as well as that which responds to local community concerns must be delineated. A question and answer format may be a good way of raising the key issues in this area. The following list of questions has been used successfully in other similar situations:

Who will live in the shelter/hostel?
What is the purpose of the shelter/hostel?
What are the selection criteria?
How will residents be selected?
Who will operate the house?
What experience does your group have?
What staff will operate the house?
Who pays for the house?
What will it do to property values?
What are the risks for our community?
Who will monitor the operation of the house?
Will the community be involved?
Why has this particular property been selected?
Where else have you looked? What other locations were considered?
Who have you consulted?

It may be appropriate to strike a Neighbourhood Liaison Committee at this time. These individuals need to be visible in the neighbourhood and able to respond to concerns on an informal basis in addition to having a key role in the formal consultation process.

- Later in the process other forums for community consultation should be considered including, audio-visual presentations, pamphlet distribution or small group meetings in private homes. Whatever strategies will best work in a particular community to involve local people, get their ideas for the project and encourage a feeling of ownership. Naturally this must be done sensitively, both in terms of the project so that basic philosophies are not lost, and in terms of being flexible, where possible, to incorporate the ideas of new local volunteers.

- Local volunteers can usually most readily assist in fundraising and public relations. Involving and integrating new members into any group can be a difficult process and this is particularly true when involving community residents in a project that may already have been in process for two or three years. Each group must clarify how best to involve local people and use new volunteers. In some cases it may be appropriate to establish a local Community Advisory Group, in others, local people may simply join the existing committees and the Board. In any case, it is important to provide an adequate orientation program for all new volunteers.

- Upon opening the service, community ties should already have been clearly established. Local Service Clubs, Parent Boards, and other volunteers play an invaluable role in supporting a project with both financial and human resources; some facilities may have all minor maintenance done by local volunteers, others may have service clubs participating in the project on a long-term basis. Community support in an ongoing basis is the ultimate goal.

SUMMARY TABLE: HOSTEL DEVELOPMENTAL PROCESS

KEY COMPONENTS	TIME LINE		
	PHASE I: MANDATE ESTABLISHED	PHASE II: MUNICIPALITY DETERMINED	PHASE III: SITE IDENTIFIED
CO-ORDINATION	- Establish short and long term goals * - Establish development committee - Establish office - Contact manager of Metro Hostel Operations and Metro Community Development Officers	- Refine program plans/operating budget - Start selection process for Board Members - Draft management structures	- Incorporate Board of Directors - Orient Board of Directors - Hire full-time staff - Implement program
FUNDING	- Establish fund-raising Committee - Identify available sources of funding - Prepare submission of funding proposals - Start contacting potential funders - Contact CMHC for monies to cover expenses in the developmental stage	- Ensure Metro Community Services * support; request letter of intent to fund operation of shelter on a per diem basis - Update funding proposals - Contact potential funders with more specific information on requirements - Contact CMHC for capital funding to cover purchase, renovation costs, etc.	- Begin community fund-raising efforts (i.e., church bazzars, and volunteers going door to door) - Notify funders of progress
DOCUMENTATION OF NEED	- Establish a statistics or data bank of information - Define need for the program in the broader, community sense - Identify target group - Interview potential users, other agencies and existing service providers - organize data into specific packages for specific purposes (i.e., fund-raising, media, community support)	- Focus on collecting locally specific information - Support general public education process	- Support community consultation process
SITE SELECTION	- Identify broad geographic areas where service is needed	- Select municipality where service is needed - Contact Municipal Planning Department - Obtain a real estate agent	- Contact CMHC for approval of site - Hire an architect (if needed) - Obtain building permit to establish a hostel - Have building inspected according to specifications outlined for lodging houses
COMMUNITY CONSULTATION PROCESS	- Develop community consultation plan - Contact other service providers in similar services - Develop list of persons with particular expertise in provision of this service	- Gather support for proposed services - Establish mechanisms to maintain on-going communications with the community - Put together a well researched community profile - Contact key people and request their support - Establish a local community advisory group - Develop a list of key contacts in the community - Anticipate sources of support and opposition - Begin general community information campaign	- Establish a Neighbourhood Liaison Committee * - Engage local volunteers in fund-raising and public relations - Incorporate community representation into the Board of Directors - Update community profile with specific neighbourhood information - Begin neighbourhood education process

*Denotes key area of concentration in each phase of activity.

APPENDIX 3:
Hostel Services in Metropolitan Toronto

The following hostels are directly operated by Metropolitan Toronto Community Services Department:

Family Residence	125	beds	families/couples
Peggy Ann Walpole House	90	beds	women with children
	30	beds	single women
Seaton House Hostel	436	beds	single employable men
Residence	326	beds	elderly/disabled men

The Community Services Department currently has purchase-of-service agreements with non-profit organizations operating the following hostels:

YWCA Stop 86	25	beds	youth (female)
Covenant House Toronto	70	beds	youth (coed)
YMCA Stopover[1]	70	beds	youth (male)
Great Lakes Hostelling Association[2]	40	beds	youth (male)
Salvation Army - permanent	165	beds	single men
- winter only	100	beds	single men
Fred Victor Mission	120	beds	single men
All Saints Church - winter only	75	beds	single men
- permanent	10	beds	single women
Ozanam[3]	11	beds	single alcoholic men
Streethaven	15	beds	youth single women
Toronto Community	22	beds	mixed population
Evangeline	15	beds	single women
Rendu House - permanent	20	beds	single women
- winter only	10	beds	single women
Woodlawn Residence	3	beds	single women
Nellies	29	beds	single women
Women's Habitat of Etobicoke	25	beds	women with children

1 closed in 1984
2 temporary facility for winter of 1984-85
3 opened in 1984

Interval House	22	beds	women with children
Ernestine's	22	beds	women with children
Women in Transition	18	beds	women with children
North York Women's Shelter[1]	30	beds	women with children
Emily Stowe of Scarborough	30	beds	women with children
Anduhyuan	16	beds	native women
Renascent House	13	beds	alcoholic women
Red Door Family Shelter	45	beds	families women with children

In addition, purchase-of-service agreements may be established in 1985 for the following proposed hostels:

YMCA - Queen Street	45	beds	youth (male)
Youth Without Shelter (North York)	25	beds	youth (coed)
W.I.T. Second House	20	beds	single women
S.T.E.P. (Scarborough)	25	beds	youth (coed)
Maria's House (York)	25	beds	women with children
Woodgreen	30	beds	women with children
Na 'Me' Res	20	beds	native men

The following additional short-term facilities are also available in Metropolitan Toronto although not funded through the Municipality:

30 St. Lawrence Street (City of Toronto funded)	45	beds	single men	
Good Shepherd Refuge (funded with donations)	50	beds	single men	
School House (City of Toronto funded & operated)	70	beds	single men	$3.00/night
Fred Victor Mission - Senior Men's Home (COMSOC funded as Charitable Institution)	67	beds	older single men	
Salvation Army - rooms for rent	269	beds	single men	fees vary from $3/night to $32/week

[1] opened in 1984

APPENDIX 4: SUPPORTIVE HOUSING INVENTORY

A survey to identify supportive housing initiatives in Metropolitan Toronto was undertaken during the summer of 1984. The following represents an annotated list of the supportive housing available.

Sponsor Organization	Project	Client Group	Funding Mechanism
1. Anglican Houses	Church of the Good Samaritan	older single men	charitable donations rent
	Ingles House (halfway house)	girls aged 16-22 with emotional problems	Charitable Institutions Act charitable donations rent
2. Constance Hamilton	Transition House	single women	General Welfare Assistance Act (Municipal Purchase of Counselling) rent
3. CAS Independent Living Program	co-op housing	CAS wards soon to be leaving care	Child Welfare Act Municipal Act
4. Ecuhome Corporation		socially disadvantaged adults	Ministry of Community & Social Services Act charitable donations rent
5. Elizabeth Fry Society	Elizabeth Fry Residence (halfway house)	women 16 yrs. & older who have been or are presently in conflict with law	Ministry of Correctional Services National Parole Service Charitable Institutions Act General Welfare Assistance Act (Municipal Purchase of Counselling) United Way Solicitor General (Grant)

Sponsor Organization	Project	Client Group	Funding Mechanism
6. Fred Victor Mission	4th Floor Project	single men in transition from hostel to community living	charitable donations rent
	community house	single men moving back into community	rent
7.George Herman Foundation	George Herman House	women 30 years & older with emotional and psychiatric problems	Charitable Institutions Act rent
8. Houselink	community homes	single adults who have received psychiatric treatment	National Housing Act (CMHC) Community Mental Health Act Municipal Act (Grants) charitable donations rent
9. Humewood House	residence	adolescent girls aged 14-21 years (teen mothers)	Children's & Youth's Institutions Act Ministry of Correctional Services Child Welfare Act charitable donations rent
	community housing worker	teen mothers	Children's & Youth's Institutions Act Day Nurseries Act charitable donations
10. Huntley Youth Services	co-op residences	youth aged 16-21 years	National Housing Act (CMHC) Child Welfare Act Ministry of Correctional Services United Way charitable donations rent

Sponsor Organization	Project	Client Group	Funding Mechanism
11. Jessie's Centre for Teenagers	housing co-op	teen mothers 14-18 years of age	National Housing Act (CMHC) Ministry of Community & Social Services Act charitable donations rent
	community apartments	teen mothers	Ministry of Commuity & Social Services Act rent
12. Women's Hostels Inc. (Nellie's)	Havelock-Vancouver Houses	women & women with children	Ministry of Community & Social Services Act rent
13. St. Leonard's	halfway house	men aged 25 years & older who have moved from a correctional institutions	National Housing Act (CMHC) Ministry of Correctional Services Charitable Institutions Act charitable donations rent
14. St. Michael's Halfway Homes Inc.	Matt Talbot Houses	alcoholic men aged 50 years & older	charitable donations rent
15. Salvation Army	Dufferin Residence	18-30 years old men & women with psychiatric problems	Charitable Institutions Act charitable donations
	The Homestead (halfway house)	socially disadvantaged women between ages of 16 & 60 with particular emphasis on clients with addiction problem	Charitable Institutions Act charitable donations rent
16. Society of St. Vincent de Paul	community homes	men & women aged 16 years and older who are engaged in alcohol treatment programs elsewhere	Ministry of Community & Social Services Act

Sponsor Organization	Project	Client Group	Funding Mechanism
17. Toronto Christian Resource Centre	Rooming House Tenant Project	low-income single people over 20 years old who have difficulty finding and keeping accommodation	Municipal Act (Grant) charitable donations rent
18. Transition House Inc.	Transition House	men & women 16 years and older moving from institution back into community	National Housing Act (CMHC) Charitable Institutions Act charitable donations rent
19. Homes First Society	Third House	low-income singles sponsored by social service agencies	National Housing Act (CMHC) Ministry of Municipal Affairs & Housing (OCHAP) General Welfare Assistance Act (Municipal Purchase of Counselling) charitable donations rent
20. Mercury Youth Services	rooming house	youth between the ages of 16 and 24 who are in job training programs	Ministry of Community & Social Services (BILD Program)
21. Metropolitan Toronto Housing Company Limited	units head-leased to social service agencies	adults sponsored by social service agencies	National Housing Act

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